



# Forward Looking Information

## FEMA'S MOVE TO THE DEPARTMENT OF HOMELAND SECURITY

FEMA will transfer to the Department of Homeland Security in March 2003, as part of the Emergency Preparedness and Response (EP&R) Directorate. EP&R will retain all current operational and programmatic functions of FEMA, and will additionally operate the Strategic National Stockpile (formerly HHS-CDC National Pharmaceutical Stockpile), National Disaster Medical System (formerly HHS-OER-NDMS), and the Metropolitan Medical Response System (formerly HHS-OASPHP-MMRS). The new directorate will also establish standards for the Nuclear Incident Response Teams (NIRT) and certify those standards have been met. EP&R will direct the NIRT assets during an actual or threatened terrorist attack, major disaster, or other emergency in the United States. EP&R will retain FEMA's comprehensive (preparedness, mitigation, response, recovery) all-hazards approach to national capacity building and maintenance. Through its transition into DHS, FEMA will implement the following new or improved capabilities:

- Establish a National Response Plan, including a National Incident Management System. Currently, multiple federal emergency plans are maintained to provide federal emergency response to various hazards. EP&R will provide leadership in consolidating these plans into a single National Response Plan, including establishment of a National Incident Management System. EP&R will, along with state, local, and private sector organizations, build a cohesive national incident management system for response to natural disasters and terrorist incidents, employing common terminology and unified command structure to ensure a safe and coordinated national response to major emergencies and disasters.
- Create a single application process for homeland security preparedness grants. Various federal agencies provide homeland security funding to state and local governments, thus providing possibility for duplication, overlap and gaps. EP&R will provide leadership within the Department to establish a single grant application and management process. The Department will collaborate with other federal agencies to encourage participation in this streamlined application process. A multi-year priority is to begin correcting communications interoperability shortfalls that exist in nearly every community in the nation which severely hamper intergovernmental and interagency coordination.

- Consolidate all DHS EP&R assets and realign command and control with one agency. The transfer of various emergency response agencies (and/or assets) into the Department of Homeland Security, Emergency Preparedness and Response Directorate, provides significant opportunities to unify and ensure timely response of critical federal emergency resources. EP&R will seek ways to improve efficiency in the management of these programs, and will seek to further enhance national response capabilities, including emergency medical capabilities.
- Develop, coordinate, and publish a national exercise and assessment evaluation system. EP&R will develop and implement a comprehensive national exercise and assessment program to validate the adequacy of emergency plans and response capabilities. This system will incorporate exercises between civil and military emergency response personnel to respond to natural disasters, threats and acts of terrorism.
- Create standardized and coordinated first responder training curriculum. The Department will serve as the central coordinating body responsible for developing curriculum standards. Existing regional centers of excellence will train the instructors who train our responders. EP&R will coordinate an initiative to provide distance learning training programs, develop and maintain an inventory of available federal/national training programs, and develop and operate a Training Management System to facilitate appropriate course selection, electronic registration, and tracking of student attendance at federal training programs.
- Support the Single Department of Homeland Security Command Center operating 24/7. The EP&R Directorate will provide resources to support a fully operational DHS Command Center to coordinate emergency/disaster information and resources. EP&R will employ its existing expertise to enhance and coordinate interagency and intergovernmental communications and operations during crisis and consequence management.
- Integrate post-disaster mitigation program into the recovery process to expedite vulnerability reduction during reconstruction. EP&R will incorporate hazard mitigation techniques and technologies into the recovery phase of disasters to reduce future vulnerability and future losses. This will expedite the delivery of services and lower the overall cost of recovery programs by coordinating funding priorities during the

recovery process. These priorities may include housing relocation from floodplains, housing elevation, flood proofing, safe rooms, seismic retrofitting, and critical infrastructure hazard resistant retrofits.

## E-GOVERNMENT

Electronic government is a major present and forward-looking initiative of the government and of FEMA. FEMA has responsibility for two of the three President's electronic government initiatives, DisasterHelp.Gov and Project SAFECOM.

### DisasterHelp.Gov

The Disaster Management Initiative is one of the President's top three electronic government initiatives. It was created to provide citizens with a single location, DisasterHelp.gov, for obtaining all publicly available information on disaster preparedness and response, to make this information available via multiple access channels, and to minimize the impacts of disaster-inflicted damage. DisasterHelp.gov also maximizes the availability of information to responding agencies by aggregating their disaster management operations and simplifying access to services offered, ease the strain of content management, disseminate "best practices" information for managing government IT assets, and establish cost containment measures for future system improvements. As a result, this e-government initiative is composed of two elements:

- *Public Portal*—A one-stop Internet based portal to allow public access to information and services provided by public and private institutions related to disaster preparedness, response and recovery, as well as a consolidated single point of application for all disaster assistance programs.

- *Government Portal*—A secure portal with varying access rights to allow public and private organizations to provide services and exchange appropriate information relating to disaster preparedness, response and recovery. This will not only support first-responders, but also allow them to easily share information with second-responders.

This initiative focuses on three important components: (1) interoperability between first responders; (2) the capability (scalability) to support over four million members of the responder community; and (3) collaboration applications that assist in disaster prevention, preparedness, response, recovery,

and mitigation. It increases interaction with the public to ensure greater understanding of the programs available in these areas as well as allows easier access to registration for the programs available. In addition, the investment leads to streamlined cooperation between the government agencies involved, improved processes, where possible, and to the avoidance of duplication of effort, both on part of the citizens requesting assistance as well as the agencies involved. It greatly enhances the ability of the citizen to obtain any information and/or services that relate to disasters from the federal government, and from state and local and non-governmental organizations as well.

This initiative also supports the mission of the partner agencies by allowing them to provide their services to the government, to citizens, and to businesses in a more efficient and cost-effective manner. While FEMA is designated as the managing partner agency, there are 26 additional partners that are involved with this initiative. Others may be added as the requirements are further defined.

At present, disaster relief efforts are designed around federal agencies. Each agency involved in a particular disaster effort has its own data collection needs, and processes its own applications for disaster relief for affected citizens. Post-interview collaboration between agencies occurs, but is neither standardized nor coordinated.

Recent events have highlighted the difficulty of providing coordinated, comprehensive, timely, and effective information and disaster relief. This project has the potential to significantly improve the delivery process for disaster relief by simplifying the benefits determination process (data collection occurs once), improving the response time of government agencies during a disaster, and providing additional services to the public while making them simpler and easier to find.

The vision of this project is to coordinate this process such that it will only be necessary to have a single point of contact with the citizen for data collection purposes. A consolidated single application process for all disaster assistance is also a central part of this project. As data will only be collected once per citizen, the information request must encompass the needs of all participating agencies and be compliant with the requirements of the customer relationship management (CRM) database that will store all the data. This centralized database



A view of the DisasterHelp.gov Web site.

will also be accessible via the Internet or phone to all affected citizens looking for information regarding their requests for financial disbursements or related services. Additionally, the privacy and integrity of the data will be protected through the accredited security plan.

### Project SAFECOM

Project SAFECOM is one of the President's top three electronic government initiatives created to establish effective wireless communications capabilities for public safety organizations across all levels of government. FEMA is the managing partner. Contributing partners include the Department of Justice (DOJ), Department of Treasury, and the U.S. Department of Agriculture (USDA). Customers include federal, state, and local agencies working as partners to address the difficulties associated with public safety radio network incompatibilities, and the need to develop better business processes for the cross-jurisdictional coordination of existing systems and future networks. The scope is broad. The customer base includes up to 53,000 state and local public safety agencies and organizations according to reports published by the Public Safety Wireless Network (PSWN). Federal customers include up to approximately 100 federal law enforcement organizations, plus agencies engaged in public safety disciplines relating to firefighting, public health protection and disaster recovery.

Public safety personnel need interoperable wireless communication tools while mobile in order to provide effective and coordinated responses to incidents and large-scale events. Recent data indicates that most public safety agencies have limited confidence in their ability to perform in regional response situations requiring mutual aid (54%) or task force communications interoperability (66%). Even more striking, local public safety agencies express limited confidence in their ability to communicate with state (56%) or federal (81%) public safety organizations based on PSWN published reports.

Key issues that hamper public safety wireless communications today include:

- Antiquated systems and a general lack of available funding for system upgrades and replacements;
- A lack of open standards and the use of proprietary equipment that limits communications among differing systems;
- Insufficient spectrum availability or incompatible frequency usage;
- A need for new operational constructs that support multi-agency response and resource sharing.

Legacy networks operate on a wide range of different frequencies. The FCC has initiated efforts to provide public safety agencies with a common band of radio spectrum in the

700MHz UHF band. While this provides public safety agencies with the long-term ability to plan future networks that are interoperable, the migration of public safety networks into that band will take time. The nation is heavily invested in existing infrastructure that is largely incompatible and spectrum solutions alone are long-term at best.

Federal, state, and local agencies will continue to acquire, develop, operate and maintain their own networks as directed by their individual oversight bodies and as funding permits. No one organization can begin to address the individual needs of over 53,000 organizations. With the help of representative organizations, a national program can establish a framework for evaluating and recommending "best of breed" integration technologies for near-term implementation by agencies. Project SAFECOM products may include but are not limited to:

- Recommended models, solutions and guidelines for achieving network compatibility/interoperability;
- Grants to help agencies implement integration solutions tied to recommended standards and guidelines;
- An education and training center established to assist agencies in implementing interoperable solutions; and
- The establishment of an innovation research and evaluation center for the evaluation and demonstration of advanced radio technologies.

Project SAFECOM will offer customers already established processes and technology to help them achieve the successful implementation of interoperable solutions.

SAFECOM's role is to provide public safety agencies with the knowledge, leadership and guidance needed to help them achieve short-term interoperability and long-term compatibility. Public safety agencies at all levels of government want to make the best business decisions possible for developing, upgrading and maintaining interoperable radio networks. As public safety agencies adopt integration solutions identified by Project SAFECOM, the drive for interoperability will gain momentum because agencies will want increased capability.

Project SAFECOM is early in the Select Phase stage of the Capital Planning and Investment Control (CPIC) process. Program management efforts are focused on defining an investment concept for standing up the program, and are evaluating individual investments regarding their alignment with early program goals and objectives. Specific investments have already been identified for inclusion in the program portfolio including the PSWN program. As a joint program, partnering agencies and their projected funding contributions have been identified along with their specific functional roles in the program.

## **PRE-DISASTER MITIGATION PROGRAM (PDM)— CHALLENGES FOR FY 2003 AND BEYOND**

FEMA has long been promoting disaster resistant construction and retrofit of facilities that are vulnerable to hazards in order to reduce potential damages due to a hazard event. The goal is to reduce loss of life, human suffering, economic disruption, and disaster costs to the federal taxpayer. This has been, and continues to be accomplished, through a variety of programs and grant funds.

Through the Disaster Mitigation Act of 2000, Congress authorized the establishment of a national pre-disaster hazard mitigation program to provide funding to states, tribes and local communities for cost-effective hazard mitigation activities that complement a comprehensive mitigation program, and reduce injuries, loss of life, and damage and destruction of property. For FY 2002, \$25 million was appropriated for pre-disaster mitigation grants. The PDM grant program builds on the experience gained from the HMGP and other pre-disaster mitigation initiatives with an emphasis on “brick and mortar” mitigation projects.

The Administration’s FY 2003 budget proposal included \$300 million under the National Pre-Disaster Mitigation Fund to initiate a competitive grant program for pre-disaster mitigation. The Administration’s budget proposal outlines a program whereby grants would be awarded on a competitive basis to ensure that the most worthwhile, cost-beneficial mitigation activities receive funding.

### **FEMA’S ALL-HAZARD MAPPING PORTAL**

Hazard mapping is an integral part of preparing the nation and managing risk to reduce losses from disasters of all types, natural and man made. Mapping efforts to date have been effective at defining the flood hazard, but they have not capitalized on the data collection and distribution efforts of others. They have also not fully capitalized on communicating the risk to wide audiences. Previous maps have also been difficult to obtain and use by all stakeholders, especially those who use the maps for technologically advanced hazard mitigation activities. The all-hazards Mapping Portal will be a knowledge management tool using leading edge technologies to enable FEMA to lead in identification of all-hazards, vulnerability assessment, and risk management practices that are essential to protecting our nation against all threats.

The Federal Insurance and Mitigation Administration (FIMA) is undertaking a large-scale overhaul of the nation’s flood maps. This initiative, known as Map Modernization, will put in place the infrastructure for development and distribution of maps and geo-spatial data of all-hazards, including those that are man-made.

The strategic vision of Multi-Hazard Map Modernization embraces working in partnership with the private sector, states, and other federal agencies to deliver technology-assisted solutions. These partnerships will result in leveraging resources, mapping technology, and data software advancements for an effective interdependent relationship. FEMA will implement “knowledge management” practices that will:

- Enable state and local governments to achieve their mitigation performance objectives;
- Communicate success for continuous improvement; and
- Deliver seamless, nationwide multi-hazard “themes” based on the initial data developed during flood mapping.

FEMA has the mandate for developing regulatory maps for flood hazards. It has also been given the authority, under the Disaster Mitigation Act of 2000, to develop advisory maps showing multiple types of hazards.

Little more than six months after it was introduced, a Web site designed to give the public access to a nationwide coverage of digitally available multi-hazard maps and supporting data from federal, state, and local sources is operating at an annual rate of more than 800,000 hits and 225,000 unique visitors.

The maps are available on the Internet at [www.HazardMaps.gov](http://www.HazardMaps.gov) and can be viewed with a typical Web browser. The user can view maps by hazard theme or create a custom view showing areas of hazard overlap. In addition, more sophisticated users such as state or local government technicians can download Geographic Information Systems (GIS) files—an important tool in land-use planning, hazard mitigation, and disaster preparedness and response—and upload their own hazard map data.

Map Modernization planning was initiated in FY 1997 and has yielded a framework of flexible processes for identifying flood hazards on maps to support the National Flood Insurance Program (NFIP). Flood mapping stakeholders are informed and actively involved in the refinement of these processes. This has created a very successful partnership structure for cooperation with local, state, and federal agencies, and a vision for a technology based mapping program. It was always envisioned that Map Modernization would result in the infrastructure necessary to support a network of users and providers sharing multi-hazard data for risk management. Now, however, the need for this infrastructure is even more critical and is broadening to include man-made hazards. Thus, Map Modernization will also be used as the impetus for establishing an interoperable geo-spatial infrastructure for all-hazards risk management.

The Map Modernization program relies on partnering and technology in map production and product delivery. The reengineered processes will use base maps supplied by others, Geographic Information System (GIS) based hydrology and

hydraulic modeling, and remote sensing to the maximum extent practicable. FEMA's modernized flood data will be provided via the Internet. Leading edge Internet mapping technologies developed through the Geo-spatial One-Stop Initiative will enable the dynamic combination of FEMA's data with state and local data sets to provide instant online access to FEMA's flood hazard information. In effect, FEMA's multi-hazard mapping resource will function as the hazards portal of Geo-spatial One-Stop.

By producing and providing the new flood hazard data products using GIS technology, FEMA will capture and maintain the value of the local analyses. These analyses will be accessible and updateable rapidly via the Internet. In addition, GIS flood hazard studies will provide the building block for accurate, fully modern all-hazard maps. This planned investment will allow FEMA, working with federal, state, and local partners, to realize the vision of the Geo-spatial One-Stop and the National Spatial Data infrastructure. The GIS data and infrastructure developed through Map Modernization will allow FEMA to build all-hazard knowledge management systems to access and synthesize federal, state and local information to provide tools for risk management and hazard mitigation nationwide.

### **Services and Interoperability**

FEMA's Map Service Center houses the Internet map store, a systems architecture that is the cornerstone for future geo-spatial tools like the All-hazard Mapping Portal for FEMA's government-to-citizen services. A government-to-government implementation of the same systems infrastructure will serve the more sensitive needs of risk management for man-made hazards. FEMA continues to expand innovative state, local, and federal partnerships, implement advanced technologies for determining and depicting flood hazards, and improve e-government processes for communicating risk.

Creating updated digital flood maps for the nation will require the collection and integration of a great deal of basic mapping information. Increasing inter-agency cooperation and elimination of government duplication in the production of geo-spatial data is a core value of FEMA's Map Modernization plan.

FEMA, as the nation's risk management leader, will build on our existing partnerships necessary to facilitate the exchange and distribution of interoperable data for all-hazards mapping. The use of GIS and Web technology will not only allow, but encourage a multi-hazard approach. In addition, each flood data update project includes coordination with affected local communities throughout the process. The Flood Hazard Mapping program will encourage participation from experts in all-hazards identification and mitigation at each step of the process so that all hazards are considered to the maximum extent possible while the flood data update is underway.

### **Seamless Hazard Layers**

Flood maps are currently a paper product, and exist as separate panels based on individual jurisdiction boundaries. The future All-Hazard Portal will include a flood data layer that exists seamlessly across the United States. This seamless data technology will remove limitations of the existing maps and provide a more responsive and powerful tool for risk management. New technology will also enable migration of data into FEMA's risk loss estimation model (HAZUS-Hazards U.S.), which will further increase the utility of the data collected. Changes made to the data through the normal processes will be reflected immediately as an update to this layer. This immediate online access will help to streamline the implementation of updated flood data and provide current, accurate, and easily accessible flood hazard information. This will be a model for how all types of hazard data are managed and distributed.

### **ASSISTANCE TO FIREFIGHTERS E-GRANTS SYSTEM**

FEMA's first e-Grants system was released in March 2002. The challenge was integrating system with financial requirements. FEMA also needed to develop an e-Signature/e-Authentication policy and meet various federal regulations. The implementation of the application module involved the coordination of several contractors who would merge the software into FEMA's system architecture. More than 19,000 fire departments applied for the Assistance to Firefighters Grants Program through the Internet. Since the release of the application module in May 2000, many other modules have been added to the system that incorporate the life-cycle process for grants including initial review, recommendation for peer review, peer review process, and grant award. FEMA also released an online payments module so that grantees can request payment through the Internet. The last two modules, Amendments/Reporting and Closeout are under development. FEMA is moving aggressively to make e-Government a reality.